DOCUMENT RESUME

ED 129 805 95 SP 010 520

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TITLE Costs, Benefits and/or Liabilities Model for the Western Washington State College Teachers Corps Teacher Designed Inservice Project.
INSTITUTION Western Washington State Coll., Bellingham.
SPONS AGENCY Office of Education (DHEW), Washington, D.C. Teacher Corps.
PUB DATE Sep 76
NOTE 60p.; For related document, see SP 010 521

EDRS PRICE MF-$0.83 HC-$3.50 Plus Postage.
DESCRIPTORS Contracts; *Cost Effectiveness; Educational Development; *Educational Planning; Educational Resources; *Inservice Teacher Education; Management Systems; Needs Assessment; Program Costs; Program Evaluation; *Systems Analysis; Teacher Education
IDENTIFIERS Teacher Corps Ninth Cycle; Western Washington State College

ABSTRACT

The Western Washington State College Teacher Corps Project (WWSC/TC) has developed a teacher designed inservice model as part of its Ninth Cycle program. The model is based on a collaborative approach to inservice education, in which the teacher is able to draw on the resources of an institution of higher learning, a local education association, and a teacher association for design, implementation, and evaluation of his/her inservice model. The purpose of this document is to describe the preparation and present state-of-the-art of the cost benefit model for the inservice project. The term "cost" signifies the specific dollar value that might be assigned to an activity or material. "Benefit" and "liability" indicate value judgments placed on institution, training, environment, or programs of interest to teachers and/or administrators, for which a dollar amount cannot be assigned. The document (1) reviews the cost, benefit, and liability model for the individual teacher contracts and discusses budget and funding sources; (2) reviews cost, benefits, and liabilities for the inservice consortium, with a discussion of its fundings and functions; (3) reports on some initial cost studies in which the models have been applied; and (4) comments on the application of cost studies to the WWSC/TC model. Three appendices are included: (1) a sample teacher contract; (2) a catalogue description for a problem-solving practicum in action research to identify specific needs of a target school; and (3) a general fund expenditure classification for the model. (MB)

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COSTS, BENEFITS AND/OR LIABILITIES MODEL FOR THE WESTERN WASHINGTON STATE COLLEGE TEACHERS CORPS TEACHER DESIGNED INSERVICE PROJECT

NINTH CYCLE TEACHER CORPS
WESTERN WASHINGTON STATE COLLEGE

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BELLINGHAM, WASHINGTON
SEPTEMBER 1976

CONTENTS

FOREWARD

The Cost Benefits study which is reported here represents a staff effort to apply some general principles to a specific situation. The specific situation is the inservice education program which was developed as a part of the Teacher Corps Project at Western Washington State College. The staff effort was given shape and substance by Dr. Pat McIntyre.

An advisory committee was recruited from various state educational organizations to guide and advise the Teacher Corps Project in its efforts to develop an appropriate inservice program and a cost benefits model. The advisory committee consists of Dr. Richard Green, representing the State School Administrators, Mr. Gil Thurston, the State School Principals Association, Mr. Stan Jeffers, the Washington Education Association, Dr. Arnold Gallegos, the Deans of Education at State Colleges and Universities, Dr. Lillian Cady, the State Superintendent's Office. These persons have been of great assistance and are much appreciated.

Special thanks go to Dr. Del Schalock, of Teaching Research for the Oregon State System of Higher Education, who was a special consultant to the Cost Benefits study.

All these persons, together with the staff of the Teacher Corps Project, helped define the model. Dr. Pat McIntyre put these contributions together, tested the result and has written the report. We all believe that Dr. McIntyre has created a model with great promise for both the Teacher Corps Project at WWSC and for the other field-based programs in which schools, teachers organizations, and universities collaborate for the improvement of teaching.

Herbert Hite, Director
WWSC Teacher Corps Project

Chapter 1

Introduction

Western Washington State College Teacher Corps Project (WWSC/TC) has developed a teacher designed, inservice model as part of the Ninth Cycle program. The model is based on a collaborative approach to inservice education in which the institution of higher education (IHE), a local education agency (LEA), and a teacher association participate on a parity basis.

The major goal of the program is to make available to the participating teacher the resources of the three agencies for the design, implementation, and evaluation of his/her inservice work. Concurrent with the development of the inservice model has been the development of a cost benefit model.

The purpose of this report is to describe the preparation and present state of the art of the cost benefit model for the WWSC/TC inservice program. The cost benefit model to be discussed was built around the inservice model. It is likely that both the inservice model and the cost benefit model will be modified during the Eleventh

Cycle program, but certain elements of the cost benefit model do seem to have become stable and warrant dissemination at this point.

In this report the term "cost" will be used to signify the specific dollar value that might be assigned to an activity or material. The terms "benefit" and "liability" will be used to indicate value judgments that have been placed on instruction, training, environment, or programs of interest to teachers and/or administrators, but for which a dollar amount can not be assigned.

In order to have an understanding of the cost benefit model it is necessary to have some knowledge of the WWSC/TC teacher designed, inservice program for which it was developed.

WWSC/TC Teacher Designed Inservice Model:

The WWSC/TC teacher designed, inservice model assumes that an inservice teacher education program should be directly tied to the needs of a specific population of students. The WWSC/TC model attempts to identify student needs and then to bring to bear on the needs the resources of the concerned agencies. The prime mover of the program is the classroom teacher; the classroom teacher who has the basic responsibility for the prescription of instruction for the children. Ownership of the inservice program rests with the teachers.

In the WWSC/TC model, the teacher has the responsibility for the inservice program, and the educational agencies lend their support and resources. Through the mechanism of a contract (Appendix A), the teacher enters into an agreement with the local school administrator, the team leader, and the clinical professor working on the school site to pursue a project directed at specific student needs. The participating agencies assist the teachers in the target school with the

needs assessment.

The needs assessment is conducted for the target school under the auspices of the IHE through a course specifically developed for that purpose (Appendix B). During the needs assessment, the three participating agencies, with the assistance of the other concerned individuals, attempt to establish and prioritize the needs of children in the target school.

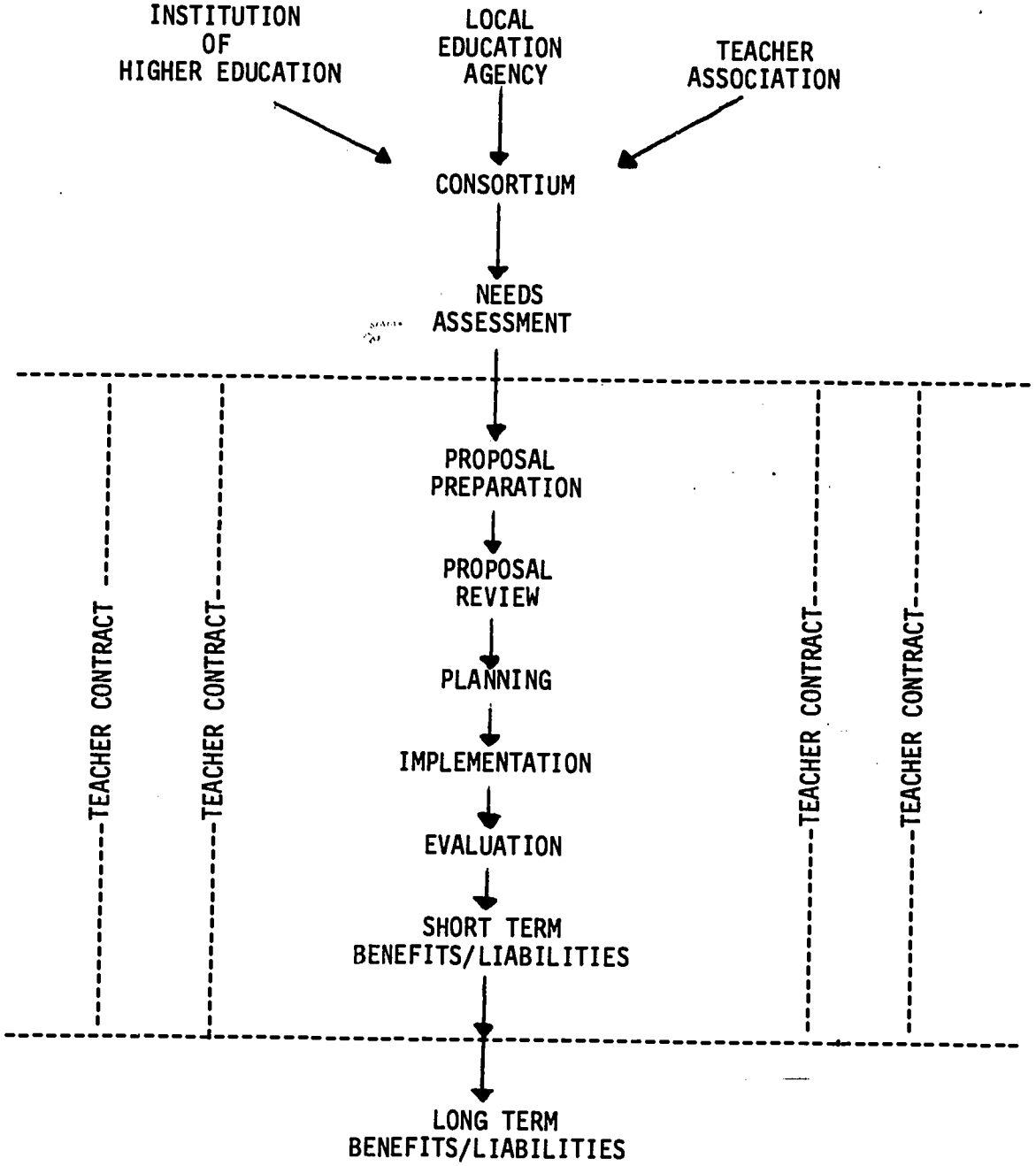
After the needs assessment, individual teachers (or groups of teachers) prepare a proposal or contract in which they describe how they will attempt to resolve an identified problem. Consultation is provided by the school administrator, the team leader and/or the clinical professor.

The contract is submitted for approval, and once approved, the teacher implements and evaluates his/her project with the support and assistance of the three participating agencies.

The governance of the inservice project is vested in a consortium comprised of representatives of the three agencies. A schematic representation of the relationship between the three agencies, the consortium, and the teacher contracts can be found in Figure 1. The consortium is based on the 1971 guidelines for teacher education in the State of Washington. The procedure and guidelines for the development of an inservice consortium has been reported elsewhere as part of the WWSC/TC Ninth Cycle project (1). Some cost considerations for the development of a consortium will be discussed later in this report as an example of the application of the WWSC/TC Cost Benefit Model (Chapter 4).

In the WWSC/TC model the prime sources of funding of the individual teacher contracts is the LEA. The LEA contracts with

FIGURE 1:
DESIGN FRAMEWORK FOR WWSC/TC TEACHER DESIGNED INSERVICE MODEL



the IHE for consultant services by agreeing to pay for three graduate credits per teacher in the target school. This payment for college credit is justified because the inservice work is directly related to the instructional program and identified needs of the local school children. The granting of credit is incidental to the direct thrust of the project. Through this procedure the school is provided with consulting help at a fraction of the cost of more traditional methods.

Teachers may opt for additional credit by contracting directly with the IHE. Teachers who contract for additional credit make "in-kind" contributions to the inservice program because the time and expense incurred by the teachers has a direct bearing on the instructional needs of the target schools.

The Inservice Contract:

The individual teacher contract (Appendix A) is the delivery vehicle for the implementation of the WWSC/TC teacher designed in-service program. The main objective of the initial cost benefit study of WWSC/TC Ninth Cycle program has been to prepare a schema for the analysis of the costs, benefits, and liabilities of the individual teacher contracts.

In the preparation of a contract, a teacher is requested to estimate the personnel and material resources that will be required for implementation. These estimates form the basis for the cost studies. The data can be processed by computer and organized for review into descriptive categories, budget categories, and sources of funding.

In addition to the cost estimates, the teacher is requested

to project the possible benefits and liabilities that might be incurred by the project, and the evidence that he/she will seek in order to establish whether or not the outcomes were achieved.

Overview:

In the development of the cost benefit model there were no a priori assumptions or conditions except that each activity or function in the inservice program had some costs associated with it, and these costs more than likely had related benefits and/or liabilities. This notion permeated the analysis and provided a vantage point that proved to be highly successful. In the discussion that follows, the costs, benefits, and liabilities that have emerged will be delineated.

The following chapters will include:

1. A review of the cost, benefit, and liability model for the individual teacher contracts and a discussion of the budget and funding sources (Chapter 2).
2. A review of the cost, benefit, and liability model for the inservice consortium with a discussion of some of its functions and funding (Chapter 3).
3. Reports on some initial or preliminary cost studies in which the models have been applied (Chapter 4).
4. Some comments and conclusions concerning the application of cost studies to the WWSC/TC teacher designed inservice model (Chapter 5).

Chapter 2

Cost Benefit Model for Teacher Contracts

The WWSC/TC teacher designed inservice model uses as its main vehicle for delivery of services the individual teacher contract (Appendix A). The relationship between the individual teacher contract and the governance of the inservice program is outlined in Figure 1. The main thrust of the individual teacher contracts is that they are directed at persistent and significant school problems which have been established and prioritized through a needs assessment. It is the purpose of this chapter to present the cost, benefit, and/or liability model which has been developed to monitor and evaluate the individual teacher contracts.

It should be noted that the individual teacher contracts focus on problems for which a short term solution seems possible. The duration of a contract usually extends no longer than an academic quarter or at most a school year. This is in contrast to the consortium development which extends over a period of years and is

concerned with long term effects. A separate but similar model has been developed for the evaluation of long term effects and it will be presented in Chapter 3.

Cost, Benefit, and/or Liability Model for Short Term Effects:

The Cost, Benefit, and or Liability Model (CB/L) for the short term effects of the WWSC/TC teacher designed inservice program was developed by analyzing the various components, funding sources, expenditures, and affected individuals and institutions of the on-going Ninth Cycle program. From this analysis, the short term effect model was derived. The model attempts to systematically present the inputs and outcomes of an individual teacher contract into a consistent array or set of arrays which can be evaluated. The model is presented in Figure 2.

Each of the components of the model will be discussed briefly and then again in detail for those desiring more that a conceptual understanding.

The individual teacher contract has been viewed as being made up of five operational stages. These operational stages are listed in the upper left hand quadrant of the model. Each phase has been considered a separate component for the cost study, both as an aid to the individual teacher in developing his contract and as a means of establishing priorities by those responsible for reviewing and approving the contracts.

Data supplied by the teachers in the contracting procedure is broken down into budget categories according to the recommendation to the LEAs as specified by the Office of Public Instruction (2). The budget categories are standardized throughout the state, and

Figure 2

MODEL FOR THE COSTS, BENEFITS AND LIABILITIES OF THE SHORT TERM EFFECTS OF THE WWSC/TC TEACHER DESIGNED INSERVICE PROJECTS

COSTS		SOURCES OF FUNDING					
CONTRACT COMPONENTS	BUDGET CATEGORIES	Institute of Higher Education	Local Education Agency	Teacher Association	Individual Teacher	Teacher Corps	
Proposal Preparation	1 Salaries - Certificated						
Proposal Review	2 Salaries - Prof. & Tech.						
Planning	3 Salaries - Secretarial et al.						
Implementation	4 Employee Benefits						
Evaluation	5 Materials and Supplies						
	6 Books						
	7 Contractual Services						
	8 Travel and Communications						

BENEFITS/LIABILITIES	INDIVIDUAL					INSTITUTIONAL				
	Cognitive	Affective	Psychomotor	Professional	Economic	Programmatic	Environmental	Economic	Political	
Individual Student	+/-	+/-	+/-							
School Building				+/-	+/-	+/-	+/-		+/-	
Local Educational Agency				+/-	+/-	+/-	+/-		+/-	
Institute of Higher Education				+/-	+/-	+/-	+/-	+/-	+/-	
Teacher Association				+/-	+/-				+/-	
Individual Teacher	+/-	+/-	+/-		+/-				+/-	

are understood by school administrative personnel. The budget category for capital expenses was omitted because capital expenses were not permitted in the funding procedures.

Funding sources for the model are presented in the upper right hand quadrant of Figure 2. Each cost item requested in the teacher contract appears in both a budget category and a funding category. A computer program written for the data analysis categorizes the data in a manner consistent with the funding of Ninth Cycle contracts.

Special note should be made of the fact that some teachers made significant contributions through tuition and/or time to the in-service programs. Also, the teacher association is listed as a source of funding, but because of the structure of the Ninth Cycle program, there was no possibility of direct participation by the teacher association in the cost portion of the contracting.

The lower half of Figure 2 contains the benefit and/or liabilities matrices. Analysis of the ongoing program suggested that the contracts could affect both individuals and institutions. The model attempts to specify some areas of concern. The notation used in this portion of the matrices is that on final analysis a "+" will be assigned those cells in which the cumulative effect was considered a benefit, and a "-" when the liabilities out-weighed the benefits. It was anticipated that a number of cells would be blank when an area was not addressed by the contract being reviewed.

Some cells have been shaded at the outset. This shading indicates that a particular intersection is not likely to be of concern to teachers preparing contracts. For example, students are not likely to benefit financially from a contract and the cell "Individual Student Economic" has been shaded.

Contract Costs:

The term "cost" is used in the model to include any item that has a dollar value assigned to it, or for which an equivalent dollar value might be assigned. In the application of the model to a particular contract (Chapter 4), the values recorded in the cost matrix are actual dollar amounts.

Most of the cost items would appear in the analysis of a contract in the same form as recorded by the teacher completing the data sheets. In some cases, fringe benefits, overhead, etc., have to be included, and this is done systematically by the computer.

Special note should be made of the funding and budgeting of teacher time. Teachers are expected to estimate the number of hours spent on the contract according to the following categories:

1. Classroom Time--The hours spent by a teacher in his regular classroom assignment.
2. Planning Time--The hours spent by a teacher in excess of a normal six hours of instruction, but less than eight hours, on a normal school day or any hours spent on a contracted inservice day.
3. Released Time--The hours under contract during which a substitute teacher is assigned the major responsibility for classroom instruction
4. Additional Time--The hours in excess of eight on a school day or a contracted inservice day or any hours spent on a holiday or during a vacation period working on a contract.

Cost per hour of teacher time was determined by taking the average teacher salary in the district and dividing it by the number

of contracted hours. A contracted day was considered to be eight hours--six hours of instruction and two hours of planning.

Fringe benefits were determined for each salaried position using school budget figures and/or funding levels. The time contributed by teachers (additional time) was charged at the same rate as salary, but without fringe benefits.

No capital expenses were allowed. No provisions have been made in the model for depreciation or replacement. Inheritance and annual/lifetime operation costs were also excluded.

Second order cost, such as salary increments, career advancement, program adoptions, space allocations, etc., were excluded from the model. Each contract was costed at its face value. No overhead charges were included in the short term model.

Computer Program:

The need for detailed information involving the cost of individual teacher contracts suggested early in the study that a computerized approach might result in a quick efficient procedure. A program has been written which takes the teacher data from the contract and a data base from the individual school districts and generates descriptive costs, budget costs, and funding sources for individual contracts.

The computer program has been written in WPL which is a combination of Pilot and Basic used on the interactive systems at Western Washington State College. The program can be adapted for other school districts in the state by extending the data banks.

The cost studies are straightforward and could be done by hand on a desk calculator, but it should be noted that more than 100 individual contracts were implemented during the 1975-76 school year

under the WWSC/TC model. To have done the cost studies on each of these contracts by hand would have required significantly more staff than was available.

By using the computer program, it should be possible to use the cost estimates as part of the initial review of proposals.

The computer program was initially prepared as a simulated interview with a teacher preparing a contract. This format of the program is available, and it is possible that teachers could do their own cost studies on the computer as part of the contracting procedure. The step by step approach may be helpful in getting them to plan their projects and more aware of the cost involved.

Budget Categories:

The budget categories are consistent with those recommended by the Washington State Office of Public Instruction (2). Appendix C contains a break down of the budget categories.

Unlike the accepted state budgeting procedures, no fixed costs were charged against the contracts. It was assumed that these costs would exist whether or not there was an inservice program. The following fixed costs were excluded from the model: administrative cost (other than administrator's time), pupil services, food services, pupil transportation, operation of plant, maintenance of plant, community services, interest expense, and payments to other districts.

Contract Funding:

The viability of the teacher designed inservice model hinges to a great extent on the availability and commitment of the necessary resources. The intent of the funding procedure developed as part of

the Ninth Cycle program was that Teacher Corps would assist, but would not carry the financial burden for the inservice program. The other four sources listed in the model had to be considered as potential contributers to the project.

The contribution of the LEA to the project in the form of tuition for teachers in the target schools was a major, but not the only substantial contribution that was made. The actual contribution of the various agencies was the type of information that application of the model was to gather, but at the very outset it was evident that the "in-kind" contributions of the participants amounted t major re-allocations of local resources.

The most direct evidence of the value of the funding procedures, which included tuition payments, was that the tuition payments made it possible for the Education Department at Western Washington State College to provide state supported staff members to the schools for work on school identified problems. This funding arrangement has wide spread implication for collaborative approaches to inservice education and should not be lost in the detailed discussions of the other cost factors.

Benefits:

The expressed purpose of the WWSC/TC teacher designed inservice model is that the benefits of the program are directly observable in the changes of behavior and competencies of the students. The ultimate success or failure of the model must be tied to the improvement of performance of children in the target school. Not only must there be improvement in the performance of the children, but the scope of the contracting is limited to areas of instruction that

have been identified as being persistently troublesome.

On the other hand, the benefits of a particular contract should be realistically conceived. Changes associated with slight variations in instruction seldom meet the expectations of the classroom teacher. Successful application of the WWSC/TC teacher designed inservice model is contingent upon realistic goals and an atmosphere of cooperation and support that can accept failures.

The concept of the inservice model assumes that individual teachers can, through the contract procedure, draw upon the resources of the participating agencies to make significant changes in the cognitive, affective, and psychomotor skills of their students. The benefits in the areas of student competencies and behavior are paramount, but not the only areas of potential benefits.

A strong, effective inservice program can enhance the professional reputation of the teachers and the school district. Changes in student performance can have a watershed effect on the economic and political needs of the agencies and institutions involved. It should be recognized that each agency and institution involved in the inservice program has its own separate agenda; and its participation, in the long run, will depend on the degree to which it can meet its own needs as well as those of the students in the target school.

Liabilities:

Too often proposals for educational change focus exclusively on the potential benefits of the programs without considering the costs. The problem is even more evident when one stops to consider cost other than actual budgeted dollars. In this report, the costs which do not have a dollar value assigned to them are considered liabilities.

One of the purposes of the cost study has been to make the participants more aware of the liabilities associated with the individual contracts.

A frequent reason for the lack of success of new and innovative educational programs has been the failure of the planners to anticipate and compensate for the numerous real costs in personal energy and anxiety which surrounds change. By attempting to identify certain liabilities in the planning stages of the contracting process, it is hoped that the liabilities will be reduced or become less threatening.

Some liabilities in the contract process are readily identifiable. In the preliminary or field testing of the contracting process, numerous real or potential hazards have been identified. Some examples might be helpful for those considering the contracting procedure.

To begin with, there is only a limited amount of instructional time available to each student. If a teacher elects to change his/her instructional program, he can only do it by using some of the instructional time already assigned to other things--a potential liability. New materials or methods are generally less reliable than traditional materials, another potential liability. Students familiar with certain classroom routines can become anxious when the structure is changed. Effects of these types are certainly differential; some students will do better, but some will suffer because of change. Do the liabilities offset the benefits?

Then of course there is the general problem of proper diagnosis. Are the problems and needs identified by the needs assessment and the diagnostic techniques available to the teacher the true needs of the students.

The above liabilities certainly do not exhaust the possibilities. They are merely suggested as examples of the type of things a

teacher might consider when he/she is considering changing some classroom procedure.

There are corresponding liabilities for teachers. By initiating a contract, the individual teacher is increasing his/her visibility, and success is not always certain. Teachers can over-estimate their effectiveness and become discouraged when their plans do not develop as anticipated. Change in a classroom can be disruptive and affect long established teaching styles, a serious liability for even the experienced teacher. Just the demands for planning alone can seriously affect the allocation of planning time and interfere with other segments of a teacher's program.

Liabilities for the school staff are less, but nevertheless possible. The re-allocation of resources to a teacher means that they are unavailable to other school personnel. Successful projects can intimidate other less productive teachers and cause staff morale problems. Resistance to change is always present, and an unavoidable liability. (It is because of the potential intra-school liabilities that the WWSC/TC teacher designed inservice program requires that the entire staff of the target school be involved in the inservice program.)

Local educational agencies have similar liabilities. There is potential hostility and resentfulness over one teacher or group of teachers having preferential treatment in their inservice program. These liabilities are small when one looks at single isolated contracts, but the total effect can be significant. Potential political liabilities are also likely to be small, but it is conceivable that a contract dealing with a politically sensitive topic could have a detrimental effect on the community as a whole.

The IHE has even less liability in the single contracts, but it is nevertheless possible that some liability exists. Every credit earned by a teacher in the field is one less credit that will not be earned on campus. The shifting of roles and assignments of teachers because of the contracting method can cause serious problems for the IHE. In the contracting process, teachers may request assistance with problems the IHE is unable to respond to. The development of a field center approach tends to increase the practical considerations for course credit and at the same time reduce the demands for more academic or theoretical components.

Successful integration of the inservice program with the established agendas of all agencies is critical to the institutionalization of the inservice model. Successful integration will only be achieved if the liabilities of the contracting procedure can be clearly identified and addressed in the formative stages of the consortium development.

At the risk of being redundant, it should be stated that each contract has the potential for achieving certain objectives which can be clearly defined as benefits. At the same time, there is an equally impressive list of liabilities which could, if not taken into account, offset any gains that are being achieved for children or the participating agencies. The cost benefit and liability model attempts to make the issue more evident in hopes of reducing the liabilities without losing the benefits.

Chapter III

Long Term Costs, Benefits, and/or Liabilities

In addition to the contracting procedure discussed in the previous chapter, the WWSC/TC teacher designed inservice model has developed a unique governance procedure under the Washington State guidelines for teacher education. The governance of the contracting procedure and the general administration of the collaborative inservice model is incorporated in a consortium for inservice education. It is the consortium that is responsible for the long term goals of the project.

Here, again, the consortium model is developing as the project matures, but certain aspects have seemed to become stabilized and some of these aspects are suitable for cost studies. The functions of the consortium that have been identified during the WWSC/TC Ninth Cycle project are:

1. Consortium Development
2. Consortium Operation
3. Needs Assessment

4. Cost Benefit Analysis
5. Inservice Contracts
6. Dissemination

It is expected that other functions will evolve as the consortium, which was developed on an informal basis during the Ninth Cycle project, takes on official standing during the Eleventh Cycle project. During the later phases of Ninth Cycle, a Costs, Benefits, and/or Liabilities (CB/L) model for the long term effects of the teacher designed inservice program was prepared. The model is similar to that prepared for the short term effects, but with some notable differences. Before discussing the CB/L model, a review and/or comments on the functions of the consortium and their relationship to the present cost studies will be given.

Consortium Functions in the WWSC/TC Teacher Designed Inservice Model:

1. Consortium Development. The collaborative model for teacher certification proposed in the Washington State Guidelines for Teacher Education (3) has been painfully slow in implementation. This is particularly true in the area of inservice education. Five years after approval of the guidelines there is still no operational consortium on inservice education of a general nature in the state.

In part, the lack of a general inservice consortium has been caused by the unavailability of funds. The availability of Teacher Corps funds has made it possible for Western Washington State College to make an initial attempt at inservice consortium development. The WWSC/TC Ninth Cycle project did utilize a collaborative model and it has operated as a consortium might. Based on this experience, a formal consortium has been proposed and the initial steps for formal recognition by the Superintendent of Public Instruction have been taken.

The Program Development Specialist for WWSC/TC Ninth Cycle project, Al Smith, had the prime responsibility for development and implementation of the inservice consortium. Al Smith served in the unique position of being a field representative of the Washington Education Association and a member of the WWSC/TC staff.

A complete documentation of the consortium development to date has been prepared for distribution to interested parties (1). As part of the documentation of the consortium development, a cost study was done and it will be reported as an example of the application of the CB/L model (Chapter IV).

2. Consortium Operation. During Ninth Cycle, the Teacher Corps staff and the Arlington School District did operate on a collaborative basis in dealing with inservice contracts, but due to the developmental nature of the project, formal structures, task assignments, and general governances did not appear until late in the program. A cost study of these initial operating expenses did not seem appropriate. As the Eleventh Cycle project proceeds, the operational costs will be analyzed using the long term effect model.

3. Needs Assessment. At each of the five WWSC/TC Ninth Cycle sites a needs assessment was conducted as part of the Ninth Cycle project. Each of the needs assessments was conducted independent of the others. The methods and procedures varied, and at this point in time they have not been critically reviewed. No analysis of the costs of the needs assessments has been done.

4. Cost Benefit Analysis. This report is a summation of the cost analyses that have been conducted so far as part of the Ninth Cycle project. The developmental nature of the project has not permitted

systematic collection of all possible data. Continuing monitoring of the Eleventh Cycle project, with a better developed management information system, will make further studies more comprehensive. A study of the costs associated with the development of the costs, benefits, and liabilities model will be included in this report.

5. Inservice Contracts. This part of the model has already been discussed in some detail (Chapter II). The practical costs associated with the contracting procedure have been outlined. A few cases of contract costs will be documented in this report. No costs have been attributed to the general overhead of consortium development of operation; these costs have been viewed as second order and beyond the immediate scope of the cost studies.

6. Dissemination. Without a functioning consortium, it is difficult to attach specific costs to dissemination functions. In general, the dissemination function of the consortium has been tied to other reports and meetings in which the staff of the WWSC/TC project have participated. Cost factors extracted from travel expenses and report writing would be rough at best and probably misleading in isolation from the context of the reporting procedures. No attempt has been made up to this time to determine the costs of the dissemination function of the consortium. Some consideration will have to be given to it in the future as dissemination is an important aspect of the agendas of the participating agencies.

Costs, Benefits, and/or Liabilities Model for Long Term Effects:

The long term effect model is shown in Figure 3. The general pattern of the model is similar to that of the short term effects. The budget categories and the areas of concern for benefits and/or liabilities (both

FIGURE 3

MODEL FOR THE COSTS, BENEFITS AND LIABILITIES OF THE LONG TERM EFFECTS OF THE WWSC/TC TEACHER DESIGNED INSERVICE PROJECTS

CONSORTIUM FUNCTIONS IN INSERVICE PROGRAM	BUDGET CATEGORIES								SOURCES OF FUNDING					
	1 Salaries - Certificated	2 Salaries - Prof. & Tech.	3 Salaries - Secretarial	4 Employee Benefits	5 Materials & Supplies	6 Books	7 Contractual Services	8 Travel	Institute of Higher Education	Local Education Agency	Teacher Association	Superintendent of Public Instruct'n	Teacher Corps
DEVELOPMENT													
OPERATION													
NEED ASSESSMENTS													
COST BENEFIT ANALYSIS													
CONTRACTS													
DISSEMINATION													

BENEFITS/LIABILITIES	INDIVIDUAL							INSTITUTIONAL				
	Cognitive	Affective	Psychomotor	Professional	Economic			Programmatic	Environmen-tal	Economic	Political	
STUDENTS	+/-	+/-	+/-	+/-	+/-			+/-	+/-	+/-	+/-	+/-
SCHOOL BUILDING				+/-	+/-			+/-	+/-	+/-	+/-	+/-
LOCAL EDUCATION AGENCY				+/-	+/-			+/-	+/-	+/-	+/-	+/-
INSTITUTE OF HIGHER EDUCATION				+/-	+/-			+/-	+/-	+/-	+/-	+/-
TEACHER ASSOCIATION				+/-	+/-					+/-	+/-	+/-

individuals and institutions) are the same. There is a slight change in the sources of funding because the Office of the Superintendent of Public Instruction and the Washington State Teachers Association were more actively involved in the development of the consortium, and the individual local teachers were not.

The analysis of the consortium development and its potential role in the development of a comprehensive teacher inservice program has lead to certain understandings concerning the funding and the benefits and/or liabilities of the consortium model. These preliminary observations will be presented in order to place the costs, benefits, and liabilities model in perspective. In effect, the discussion will present some documentation of the general concerns that have arisen out of the procedures involved in the consortium development.

Sources of Funding of Consortium:

Traditionally the State of Washington has supported the inservice education of teachers by funding courses in the state colleges and universities. College faculty were supported on the basis of student credit hours (SCH) generated. This arrangement was not changed with the implementation of the 1971 Guidelines, and there was no incentive for colleges to initiate the development of consortia. Colleges were not in the position to allocate resources for the development of consortia.

The LEAs were in a similar situation. They had limited funds available for staff development. The system under which they had traditionally worked limited their participation, in the main, to the allocation of salary increments to teachers who had received credits through the college courses.

Teacher associations traditionally were more concerned about the economic and political aspects of their roles than that of professional development of teachers.

In recent years, the agendas of each of these three powerful forces have been drastically changed. The colleges could no longer invest their time and effort in the development of programs of preservice teachers. The supply of teachers has far outreached the demands, and many school staffs have been stabilized. In the present period the need is to improve the quality of instruction in the school by improving the inservice component or staff development of established teacher groups.

The question of how this might be done considering the established funding arrangements and mandates of the state certification schemes is of interest to all participating agencies.

In the WWSC/TC teacher designed inservice model, funding of the IHE contribution is achieved through the generation of SCH. The SCH are not generated by traditional courses, but rather through a block of courses specifically designed for the program (Appendix B). By generation of the SCH, the IHE is able to contribute faculty time and institutional resources to the consortium. Indirectly, through support of the SCH, the state provides financial support to the consortium.

In part, the funding of SCH is also achieved by having the LEA contract with the college for consulting services through the payment of tuition for indiviudal teachers in the target schools. The LEA also contributes "in-kind" support through participation of local staff members in the development process. These contributions are justified because the consortium has been established with the expressed concern of improving the instructional program of the LEA.

The Office of the Superintendent of Public Instruction provided another source of funding in the consortium development. Although its prime function has been advisory, members of the state office staff have participated in the meetings and have provided "in-kind" contributions. In the final analysis, approval of the consortium's certification programs will be the responsibility of the Office of the Superintendent of Public Instruction.

Under the funding arrangements leading up to the consortium, the state teachers association has had no direct financial inputs. The "in-kind" contributions have on the other hand been substantial, and the ultimate financial responsilities of the state or local teachers association in the development of inservice consortia will be an item that will be negotiated.

Teacher Corps was responsible for the impetus in getting the agencies together for the development of the consortium. It was hoped that the Teacher Corps would not be the major source of funding for the program. If the model developed by the WWSC/TC project is to be successful, then Teacher Corps funds must be considered as only seed money and not a substantive part of the total funding.

A major goal of the cost study has been to determine the contributions of the agencies to the development of the consortium. Institutionalization is contingent on realistic allocations of funds and resources which can only be accomplished through systematic study.

Benefits of the Consortium Model:

The beneficiary of the consortium approach to inservice education should be the children of the target school. A concerted effort over a long period of time should improve the general curriculum and

instruction, and this improvement should be manifested in the achievements of the students. As in the short term model, the long term model has as its prime focus those benefits which directly affect children. The remaining areas, no matter how interesting or productive, are secondary.

This is not to dilute the fact that each of the participating agencies or institutions has its own needs and agenda. For the in-service model to work, it is necessary that benefits accrue to all the participants.

The individual school can profit from the inservice program by increasing its visibility as a center of well-constructed and planned educational change. This visibility can increase the possibility of attracting well qualified staff and should increase the personal and professional pride of the staff. Successful change leads to more change. Resources become available to school staffs when they are able to demonstrate that the resources will be used in a productive manner.

The LEA can profit in much the same manner as the local school building. Both professional and economic advantages gained by one school can be transported or developed in similar settings in other buildings in the district.

The transferability of the model to other school districts is particularly advantageous to the IHE. The IHE is staffed and budgeted according to SCH generations. The model provides a means of tapping other sources of SCH. It is also possible that the more direct contact between the IHE staff and the local schools will lead to an improvement in the preservice instructional program of the IHE.

The local teacher association, because of its collaborative role, can bring the total inservice program more meaningfully into the negotiations of the staff with the LEA. The professional and economic needs of its members can be improved and protected. The participation of the local teacher association can assist it in the improvement of local educational opportunities and at the same time protect its members from changes which might involve high personal risks.

The general economic and political advantages of the collaborative model are clear to even the casual observer. What is yet to be tested is whether or not the structure proposed will permit the benefits being actually obtained.

Liabilities of the Consortium Mode

A concerted effort to meet the needs of students brings with it the potential of resources being squandered on poorly defined projects. It is possible that the mere governance structure of the consortium would require more time and effort than what is available, and that the energies expanded might be taken from the instructional and programmatic needs of the students. This is a prime liability of the consortium model. With limited resources, care must be taken that they are not wasted on structures or procedures which do not have substance or impact.

Change can be detrimental to any of the participating agencies. There is no guarantee that the needs as perceived by any or all of the participants will be favorably received by each other or the community which the consortium serves. Poor communications or public relations can turn even the most productive innovation into a political disaster.

Institutions may be unable or unwilling to change. The WWSC/TC teacher designed inservice model redefines the role of the college

faculty. The new role could be uncomfortable or unacceptable to certain faculty members. Change in perceived roles is certainly a possible liability.

As in the case of the short term model, the long term costs, benefits, and liabilities model attempts to clarify the possible gains and the potential deficits of the WWSC/TC teacher designed inservice model. In the next chapter some preliminary application of the two models presented so far will be applied to activities of the WWSC/TC Ninth Cycle project.

Chapter IV

Preliminary Studies

Although the two CB/L models were developed at the same time the Ninth Cycle teacher designed inservice model was being prepared, it was possible to field test the model on a post hoc basis in the spring of 1976. It should be understood that the field studies were done as a follow-up to the actual programs that are reported, and the model itself has been developed to be part of an ongoing monitoring of the various elements of the project.

Nevertheless, the collection and interpretation of the data collected on actual projects or segments of projects serves as a useful evaluation. The credibility of the CB/L models must be tied to their ability to function effectively in the real world as part of the inservice program.

The reader is reminded that in the analyses that follow, the term "cost" is used to signify dollar values assigned to activities,

events or materials. In the tables used in this report, the numerical data is reported in dollars unless otherwise noted. The terms "benefit" and "liability" are used to indicate value judgements which are independent of specific dollar charges.

Preliminary Field Study of the CB/L Model for Short Term Effects

The initial field study of the WWSC/TC CB/L Model for short term effects was conducted in the late Spring of 1976. The purpose of the study was to test the feasibility of using the data sheets in the teacher contract (Appendix A), and to collect data for evaluating the computer program used for the data analysis.

Six representative teachers, who were in the final phases of completing their individual or group contracts for the 1975-76 school year, were asked to participate. The teachers completed the data sheets from the contracts under the supervision of the author of this report. The data collected was based on their recollection of the implementation of the contract. It required approximately forty minutes to complete the data sheets. Some individual guidance was required in each case.

As a result of the preliminary data collection, some modifications have been made in the data sheets. The changes were not substantive, nor did they affect the cost analysis.

The teacher input on the possible benefits and/or liabilities was marginal. The teachers had not projected specific benefits and/or

liabilities at the time the initial contracts were negotiated, and their responses were more casual than analytical. The need for training in the development of observable objectives was indicated.

Figure 4 shows the application of the CB/L Model for short terms effects applied to an individual teacher contract. The numbers in the table correspond to the dollar amounts attributed to the particular cell in the matric. This contract was for three graduate credits and it involved the preparation of some curriculum materials for a primary grade classroom. The total cost associated with the contract was $724.00. With the exception of some travel and materials ($38.00) and the contributions of the teacher ($293.00), the bulk of the cost was met by the reallocation of local funds and "in kind" contributions.

The benefits indicated at the bottom of the tally sheet (figure 3) lack the precision of the cost data, but they are illustrative of the types of responses expected. The materials prepared by the teacher were used in the classroom for the improvement of instruction. The "+" in the "student-cognitive" cell indicates this benefit, although at the time of the data collection it had not been demonstrated. The "+" for the IHE is based on the number of SCH generated. The individual teacher received three "+'s" based on her statements concerning the value of the experience and the salary increment associated with the credits. A political "+" was assigned because participation in the inservice program was considered an appreciated contribution to the total school program.

Figure 4

AN EXAMPLE OF THE APPLICATION OF THE WWSC/TC COST BENEFIT MODEL TO AN INDIVIDUAL TEACHER DESIGNED INSERVICE CONTRACT (3 GRADUATE CREDITS)

COSTS		BUDGET CATEGORIES								SOURCES OF FUNDING				
CONTRACT COMPONENTS		1 Salaries - Certificated	2 Salaries - Prof. & Tech.	3 Salaries - Secretarial et al.	4 Employee Benefits	5 Materials and Supplies	6 Books	7 Contractual Services	8 Travel and Communications	Institute of Higher Education	Local Education Agency	Teacher Association	Individual Teacher	Teacher Corps
Proposal Preparation		9	4	0	1	0	0	19	0	0	29	0	0	4
Proposal Review		34	14	1	6	0	0	1	0	12	40	0	0	4
Planning		71	8	0	8	0	0	0	0	0	79	0	0	8
Implementation		355	0	45	46	8	0	19	31	0	219	0	284	0
Evaluation		16	7	0	2	0	0	19	0	6	27	0	9	2

BENEFITS/LIABILITIES	INDIVIDUAL						INSTITUTIONAL				
	Cognitive	Affective	Psychomotor	Professional	Economic		Programmatic	Environmental	Economic	Political	
Individual Student	+										
School Building											
Local Educational Agency											
Institute of Higher Education					+		-				
Teacher Association											
Individual Teacher	+	+			+						+

It should be noted that the assignment of the benefits is done more as an illustration than as an evaluation of the actual performance of the teacher in the completion of the contract. A "-" was assigned the college in the area of program because the teacher had indicated that she did not receive as much support from the college as she had expected.

A more extensive, although representative, contract for eighteen credits is analyzed in Figure 5. This project involved the preparation of a management system for an elementary school mathematics program. The total costs associated with the project were $3641.00. The total costs were higher than the earlier contract mentioned, but the actual outlay of new money was again limited almost exclusively to the cost of tuition by the teacher ($285.00) and a minimum of materials and books. The bulk of the costs were due to the use of planning time and in-class experimentation with the materials developed. These costs represented reallocation of available resources.

The benefits recorded by the tally sheet are again illustrative rather than actual. A full review of the project was not done for this report. It should be noted that the project has made a significant change in the mathematics program in the school. During the 1976-77 school year, the management system will be developed and computerized and will be used by the entire elementary school program.

The distributions of resources for each of the six contracts analyzed in the field study according to budget categories is presented in Table 1. The major costs under the contracting procedure have been shown to be salaries of certificated staff (73.6%). With the exception of contractual services - which includes tuition fees - almost no costs were assigned to materials, supplies or nonsalary items. The tendency seems to be to use classroom time, planning time and additional teacher time for inservice and not to rely on other school personnel or resources.

Figure 5

AN EXAMPLE OF THE APPLICATION OF THE WWSC/TC COST BENEFIT MODEL TO AN INDIVIDUAL TEACHER DESIGNED INSERVICE CONTRACT (18 GRADUATE CREDITS)

COSTS		BUDGET CATEGORIES								SOURCES OF FUNDING				
CONTRACT COMPONENTS		1 Salaries - Certificated	2 Salaries - Prof. & Tech.	3 Salaries - Secretarial et al.	4 Employee Benefits	5 Materials and Supplies	6 Books	7 Contractual Services	8 Travel and Communication..	Institute of Higher Education	Local Education Agency	Teacher Association	Individual Teacher	Teacher Corps
Proposal Preparation		163	67	0	24	1	50	114	0	0	251	0	95	67
Proposal Review		68	38	1	11	0	0	0	0	6	77	0	0	36
Planning		1555	447	0	153	0	0	0	30	240	1065	0	622	258
Implementation		409	0	0	111	0	0	114	0	0	538	0	95	0
Evaluation		124	0	0	47	0	0	114	0	0	190	0	95	0

BENEFITS/LIABILITIES	INDIVIDUAL							INSTITUTIONAL				
	Cognitive	Affective	Psychomotor	Professional	Economic			Programmatic	Environmental	Economic	Political	
Individual Student	+											
School Building				+				+			+	
Local Educational Agency				+				+			+	
Institute of Higher Education				+						+	+	
Teacher Association												
Individual Teacher	+			+	+			+			+	

TABLE 1

BUDGET CATEGORIES OF INDIVIDUAL CONTRACTS
IN THE PRELIMINARY FIELD STUDY OF THE WWSC/TC
COSTS, BENEFITS AND/OR LIABILITIES MODEL

CONTRACT	BUDGET CATEGORIES								TOTAL COST
	1	2	3	4	5	6	7	8	
I	512	87	1	40	37	0	58	0	735
II	238	85	35	24	40	0	58	35	515
III	2318	553	1	346	1	50	342	30	3641
IV	485	33	46	63	8	0	58	31	724
V	3827	108	381	294	48	200	342	0	5200
VI	3744	23	1	415	11	35	58	15	4302
Average Cost	1854	148	78	197	24	48	153	19	2521
Average Percent	73.6	5.9	3.1	7.8	1.0	1.9	6.1	0.7	

Budget Categories:

1. Salaries - Certificated Staff
2. Salaries - Professional Staff
3. Salaries - Secretarial
4. Employee Benefits
5. Materials & Supplies
6. Books
7. Contractual Services
8. Travel and Communication

The sources of the funding of the teacher contracts is presented in Table 2. The major contributor, as may have been expected, was the LEA. As already stated, the bulk of this contribution was in classroom and preparation time. Somewhat unexpected was the fact the the individual teachers made the second highest (24.3%), and only other substantial, contributions to the inservice program. On an average, the teachers contributed more to the

TABLE 2

SOURCES OF FUNDS FOR INDIVIDUAL TEACHER CONTRACTS
IN THE PRELIMINARY STUDY OF THE WWSC/TC
COSTS, BENEFITS AND/OR LIABILITIES MODEL

CONTRACT	CREDITS	FUNDING SOURCES				
		IHE	LEA	TEACH ASSOC	INDIV TEACH	TEACH CORPS
I	3	60	291	0	364	21
II	3	42	320	0	133	20
III	18	252	2121	0	907	361
IV	3	18	394	0	293	18
V	18	30	3108	0	1972	90
VI	3	21	4277	0	0	6
Average		71	1752	0	612	86
Percent		2.8	69.5	0	24.3	3.4

inservice program than the IHE, Teacher Corps and the teacher association combined. Their contributions were in hours spent outside the regular school day and tuition payments.

Teacher Corps and the IHE were only minor contributors to the program. The teacher association should not be faulted for the fact that it did not contribute; there was no mechanism for direct contributions of the association in the inservice program. The main role of the association was in the selection of the team leader. The salary of the team leader was paid from Teacher Corps funds, and therefor did not represent a contribution of the association.

In addition to documenting the extent of the individual teacher contributions to the inservice program, the field study pointed out the magnitude of the funds

being used. The average cost of a teacher contract was $2521.00. Although the sample used for the preliminary field study was not randomly selected, it was considered representative of the contracts negotiated during the WWSC/TC Ninth Cycle project. Approximately a hundred contracts were negotiated which means that the total cost of the inservice projects in the five schools was of the order of $250,000.

The bulk of these costs were hidden. None of the schools had budgeted any sums that came close to the actual expeditures. The main costs were absorbed by reallocating existing resources. The need for continued monitoring and assessment of the costs of inservice education was clearly demonstrated by the preliminary study.

Cost Study of Consortium Development:

A major goal of the WWSC/TC Ninth Cycle project was the development of a consortium for inservice education based on the Washington State Guidelines for Teacher Education 1971 (3). The management of the inservice components of the Ninth Cycle program were based on a consortium model with parity among the three participating agencies, but there was no official consortium approved by the Office of Public Instruction with legal power to grant certification. A formal and legal consortium was a major objective of the project.

As noted earlier in this report, documentation of the present state of development of the consortium is available. In this report the documentation of the costs associated with the development of the consortium will be made. In particular the application of the CB/L Model for long term effects has been applied to the development of the consortium.

Figure 6 contains the cost data on the consortium development from the preliminary discussions through the approval by the individual agencies.

Each number in the matric represents the dollar costs.

The total costs for the first four phases of the process was $14,093.00. Of the total cost, Teacher Corps paid $8551.00 (60.1%). This cost was essentially budgeted funds for the position of the Program Development Specialist who was responsible for the consortium part of the project. The cost to the other agencies was essential "in kind" expenses associated with attendence at meetings and review of documents.

The contribution of Teacher Corps amounted to approximately 650 man hours of work. Without this contribution, the consortium would not have been formed. Even with this major contribution, the development of the consortium took ten months to go from the preliminary discussions to the approval of the agencies. Although the costs associated with development of the consortium might be reduced as other consortium are formed, nevertheless, a substantial amount of time is required, and it is unrealistic to assume that the time can be found in the schedule of either public school or college administrators. The data collected so far supports the notion that separate funding for consortium development is essential if consortiums are to be the major vehicle for inservice education.

It would also be expected that the participating agencies that contributed considerable "in kind" time and services, would be unable to make these contributions on a continuing basis. The process of consortium development and operation will continue to be monitored during the WWSC/TC Eleventh Cycle Project.

The application of the long term model to the consortium development served as a field test of the model inself. The expected shifting of needs from certified staff salaries to professional and secretarial salaries, and the greater need for travel and communication expenses is as might have been expected. Although this type of study is not amenable to computerization, the model itself

Figure 6: APPLICATION OF THE WWSC/TC COST BENEFIT MODEL TO THE DEVELOPMENT OF A CONSORTIUM

CONSORTIUM DEVELOPMENT	BUDGET CATEGORIES 1 Salaries - Certificated	2 Salaries - Prof. & Tech.	3 Salaries - Secretarial	4 Employee Benefits	5 Materials & Supplies	6 Books	7 Contractual Services	8 Travel	SOURCES OF FUNDING Institute of Higher Education	Local Education Agency	Teacher Association	Superintendent of Public Instruct'n	Teacher Corps
Preliminary Discussions	0	4905	1001	925	70	0	30	652	328	613	1514	240	4888
Letter of Intent	0	1837	90	292	20	0	44	103	386	398	291	161	1150
By-Laws	0	2417	20	369	62	0	42	471	373	420	272	55	2261
Agency Approval	0	532	15	74	22	0	70	30	242	151	98	0	252
Total									1329	1582	2175	456	8551

BENEFITS/LIABILITIES	INDIVIDUAL Cognitive	Affective	Psychomotor	Professional	Economic	INSTITUTIONAL Programmatic	Environmen-tal	Economic	Political
STUDENTS									
SCHOOL BUILDING									
LOCAL EDUCATION AGENCY									
INSTITUTE OF HIGHER EDUCATION									
TEACHER ASSOCIATION									

proved helpful in organizing the search for the data that was needed.

Cost Study of the Costs, Benefits and/or Liability Model:

A further validation of the long term effects model of the CB/L models was the study of the cost of the development of the models themselve. The development of the model was taken as an example of a typical developmental project and the costs were analyzed.

The development of the WWSC/TC CB/L Model was considered to have taken place in five stages: (1) Review of Literature; (2) Work Sessions and Consultations; (3) Computer Program Development; (4) Field Studies; (5) Documentation. Figure 7 contains the results of the costs study.

The assignment of costs to budget categories was straight forward. Consultant fees were budgeted as contractual services. Indirect costs were applied to all Teacher Corps funded items, unlike the costing of individual teacher contracts. This was done in order to be consistent with the actual funding of the WWSC/TC Ninth Cycle Project.

The total cost of the model development was $9350.00. This is well above the initial line item in the Teacher Corps budget ($2500.00), but the original line item did not include staff time. The total cost of the model development indicates the need of external funding for this type of project, considering the normal funds available to either LEAs or IHEs for program development.

The benefits and/or liabilities segments of figure 7 are biased at best. The usefulness of the approach will not be known until after it has been applied to a number of situations. It is anticipated that the models will be useful in evaluating individual teacher contracts, and that it should assist in the needed review of allocations of resources for inservice education. On these basis

Figure 7: APPLICATION OF THE WWSC/TC COST BENEFIT MODEL TO THE DEVELOPMENT OF THE COST BENEFIT MODEL

DEVELOPMENT OF THE COST BENEFIT MODEL	BUDGET CATEGORIES								SOURCES OF FUNDING				
	1 Salaries - Certificated	2 Salaries - Prof. & Tech.	3 Salaries - Secretarial	4 Employee Benefits	5 Materials & Supplies	6 Books	7 Contractual Services	8 Travel	Institute of Higher Education	Local Education Agency	Teacher Association	Superintendent of Public Instruction	Teacher Corps
LITERATURE SEARCH	0	556	0	83	16	13	0	0	496	0	0	0	172
WORK SESSIONS	0	935	43	147	0	0	1080	185	298	0	0	0	2091
COMPUTER PROGRAMMING	0	864	0	130	750	0	1080	0	1744	0	0	0	1080
FIELD STUDY	71	386	39	68	0	0	0	16	397	71	0	0	112
DOCUMENTATION	0	1544	216	264	324	0	540		1490	0	0	0	1398
TOTAL	71	4284	298	692	1090	13	2700	201	4425	71	0	0	4852

BENEFITS/LIABILITIES	INDIVIDUAL						INSTITUTIONAL			
	Cognitive	Affective	Psychomotor	Professional	Economic		Programmatic	Environmental	Economic	Political
STUDENTS										
SCHOOL BUILDING										
LOCAL EDUCATION AGENCY									+	+
INSTITUTE OF HIGHER EDUCATION									+	+
TEACHER ASSOCIATION										+

"+'s" were assigned to the LEA and the IHE in the area of economic benefits.

It has also been suggested that the cost data collected through the application of the models will be useful in answering questions about the economic viability of the inservice program. It is anticipated that these questions will continue to be raised both internally by the agencies involved, and externally by the communities served or the legislators who authorize the funding. The "+'s" listed under political benefits reflect these value judgements.

In total, the applications of the CB/L Models seem to support the general usefulness of the model's approach to the collection and organization of cost data. The field studies also indicated the need for further refinement in the development of criteria for the analysis of benefits and liabilities.

Chapter V

Conclusions

The development of the CB/L models for the study of WWSC/TC teacher designed inservice program has lead to what appears to be a systematic approach to the collection of cost data and related value judgements concerning inservice education. The CB/L models for long term effects and short term effects were found to be slightly different, but contained the same elements.

The initial applications of the models to segments of the WWSC/TC Ninth Cycle project confirmed the usefulness of the model as a means of clarifying problems of budgeting and funding. The applications also pointed out the need for establishing criteria suitable for deciding values that might involve the benefits and/or liabilities that frequently are encountered in innovative change.

During the upcoming Eleventh Cycle project, it is anticipated that the model will be used to continue to collect data on individual contracts and the CB/L long term effect model will be used to monitor and document the cost of the development of the consortium as a management system for inservice teacher education.

The most significant fact documented by the review of the teacher contracts was that the inservice program was funded mainly through the reallocation of local resources. Although the funding of the individual projects required the utilization of significant resources, the resources that were used were essentially available through normal school financing. In the WWSC/TC teacher designed inservice program, Teacher Corps was only a minor

source of funds. The IHE also was shown to be a minor contributor.

Considering the benefits that could and did accrue to the IHE, it is reasonable to expect that in the future they will be called upon to supply greater proportion of the costs. A need of the Eleventh Cycle project will be to develop channels of communication between the LEA and the IHE such that the possible resources available from the IHE will become known and readily available to the teachers.

The preliminary studies of the CB/L long term effect model to consortium development highlighted the need for external funding of consortium development. Although the costs were not prohibitively high, nevertheless, the costs were beyond those normally available to local school districts, particularly small rural school districts where the need for comprehensive inservice programs might be greatest.

The need for developing criteria to be used in determining the benefits and liabilities that accrue to specific application of the models is necessary and will be done during the Eleventh Cycle project.

In total - the rationale behind the WWSC/TC CB/L models might serve as a beginning point for the development of other types of costs studies for inservice education. It should be kept in mind that the model was specifically prepared for the WWSC/TC teacher designed inservice program, but the underlying considerations that apply here might be applied to other inservice programs. The stages of programming, the sources of funding, and the analysis of the benefits and liabilities will change, but each of these elements seems to be essential.

Further documentation and applications will be done during the WWSC/TC Eleventh Cycle Project. Comments and criticisms of the present state of the arts are encouraged.

REFERENCES

1. Smith, Albert, Inservice Education Consortia Development, An unpublished report, Western Washington State College, Bellingham, Washington, July, 1976

2. Accounting Manual for Public School Districts in the State of Washington, Office of the Superintendent for Public Instruction, Olympia, Washington, May, 1971.

3. Guidelines and Standards for the Development and Approval of Programs of Preparation Leading to the Certificiation of School Professional Personnel, Office of the Superintendent of Public Instruction, Olympia, Washington, July, 1971.

APPENDIX A

CONTRACT
WESTERN WASHINGTON STATE COLLEGE
TEACHER CORPS
TEACHER DESIGNED INSERVICE PROJECT

TITLE: _____

NEED ADDRESSED: _____

_____

TEACHER: _____

SCHOOL: _____

SUMMARY: _____

_____

_____

_____

_____

_____

_____

COMPENSATION:

COURSE: _____ CREDITS: _____ GRADE: _____

ENROLLMENT PERIOD/ FALL: _____ WINTER: _____ SPRING: _____

OTHER: _____

APPROVALS:		PROPOSAL	INTERIM REPORT	FINAL REPORT
TEAM LEADER	_____	_____	_____	_____
CLINICAL PROFESSOR	_____	_____	_____	_____
SCHOOL ADMINISTRATOR	_____	_____	_____	_____

MAIN BODY: (The main body of the proposal should not be more than two pages. It should include (1) product to be produced and/or process to be implemented; (2) characteristics of product and/or process; (3) procedures to be followed; (4) plan for evaluation.)

TIME LINE:	Planning	Implementation	Evaluation	Significant Events
SEPTEMBER				
OCTOBER				
NOVEMBER				
DECEMBER				
JANUARY				Interim Report January 1 - 15
FEBRUARY				
APRIL				
MAY				Final Report May 15 - 30
JUNE				

		PROPOSAL PREPARATION	*PROPOSAL REVIEW	**PLANNING	**IMPLEMENTATION	**EVALUATION
Investigating Teacher's Time	Planning					
	Classroom					
	Released					
	Additional					
Other Teacher's Time	Planning					
	Classroom					
	Released					
	Additional					
Administrator's Time						
Clinical Professor						
Team Leader						
Graduate Intern						
Instructional Aide						
Clerical Aide						
Consultant						

*These figures will be supplied during the review procedure.

**These figures should be estimated by the individual preparing the proposal.

	*PROPOSAL PREPARATION	PROPOSAL REVIEW	*PLANNING	*IMPLEMENTATION	*EVALUATION
General Supplies					
Special Supplies					
New Materials					
Rental Fees					
Transportation					
Communication					
Per Diem					

*Estimate items and/or costs.

ANTICIPATED BENEFITS AND LIABILITIES:

BENEFITS	LIABILITIES	EVIDENCE
STUDENTS:		
TEACHER:		
SCHOOL BUILDING:		
OTHERS:		

Catalogue Description

594 h, i, j: PROBLEM SOLVING PRACTICA IN ACTION RESEARCH (3-15 credits)

Prerequisite: Teaching experience and permission of department. Field based studies by entire school faculties to resolve persistent and significant school problems. Course requirements include the development of an approved proposal for action research. Course must be taken in sequence. S/U grading.

594h: Practicum in Needs Assessment
Systematic analysis of pupils' achievement compared to the aspirations of pupils, community, and school faculty. Candidates will develop an approved proposal for research which is consistent with the school building's proposal.

594i: Practicum in Designing and Implementing Strategies for Change
Identification and analysis of alternatives for meeting identified problems. Selecting and implementing a proposed solution to an identified problem.

594j: Practicum in Evaluating Educational Programs
Systematic analysis of the apparent effects of program(s) designed to meet specific needs of pupils.

APPENDIX C

*GENERAL FUND EXPENDITURE CLASSIFICATION

OBJECTS OF EXPENDITURE

1. Salaries - Certificated: Compensation of personnel connected with the Administrative function, and Teaching function.

2. Salaries - Professional and Technical: Compensation of employees having supervisory, professional or technical standing who are not holding teaching or specialized certificates is recorded under this classification. Salaries that cannot be properly classified under objects of expenditure 1 or 3 are charged to this classification.

3. Salaries - Secretarial, Craft and Others: Compensation of employees who are engaged in positions of a skilled, secretarial, clerical or other nature is recorded under this classification. "Secretarial and Clerical" refers to personnel occupying positions which have as their major responsibilities the preparation, transferring, transcribing, systematizing or preserving of written communications and records.

4. Employee Benefits: All employee benefit expenditures are charged here. This includes all employer's costs of social security, employee's retirement, industrial insurance and medical aid, health insurance, accumulated sick leave fund contributions, and union health and welfare contributions.

5. Supplies and Materials: Entered in this classification are costs of supplies and materials. Supplies and materials are identified as items of an expendable nature that are consumed, worn out or deteriorated in use; or items that lose their identity through fabrication or incorporation into a different or more complex unit or structure.

6. Books: Recorded under this classification are expenditures for library books, library periodicals, and textbook purchases.

7. Contractual Services: This classification includes all payments for services rendered to the school district under expressed or implied contract with the exception of items classified as "8 Travel." All compensation for services rendered by persons who are not employees, such as attorneys, accountants and auditors, architects, engineers, appraisers, educational consultants, and others compensated on a fee or contractual basis is recorded under this classification. The payment may consist of labor together with the use of equipment or labor together with materials furnished in the performance of such services but shall not include such amounts when the materials are purchased by the school district, and the service performed by an employee of the school district.

8. Travel: Travel includes contractual services in connection with carrying staff personnel from place to place and the furnishing of accommodations incident to travel, such as railroad, airplane, bus and taxi fare, lodging and meals. Expenditures for pupil transportation, other than staff travel are charged to the other eight objects of expenditure. Also included are per diem allowances; mileage allowances for use of privately owned vehicles; ferry fare; tolls and other expenses necessitated by travel, such as baggage transfer, garage rent, and other storage fees.

9. Capital Outlay: Expenditures that are of a capital nature are recorded under this classification. This includes improvements to grounds, improvements to buildings, replacement of equipment and additional equipment. (Note: No capital expenses were allowed for the consortium development or teacher contracts.)

*Accounting Manual for Public School Districts in the State of Washington, May, 1971.